



## **Recreation Commission Agenda and Report**

### **General Order of Business**

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|---|---|
| 1. Call to Order and Salute to Flag     | 7. Action Items                         |
| 2. Roll Call                            | 8. Written Communications               |
| 3. Consent Calendar                     | 9. Commission Referrals                 |
| 4. Approval of Minutes                  | 10. Commission and Staff Communications |
| 5. Oral Communications                  | 11. Adjournment                         |
| 6. Staff Presentations/Ceremonial Items |   |

### **Order of Discussion**

Generally, the order of discussion after introduction of an item by the Chair will include comments and information by staff followed by Recreation Commission questions or inquiries. The applicant, or their authorized representative, or interested citizens may then speak on the item. At the close of public discussion, the item will be considered by the Recreation Commission and action taken.

### **Consent Calendar**

Items on the Consent Calendar (printed on separate sheet) are considered to be routine by the Recreation Commission and will be enacted by one motion. There will be no separate discussion of these items unless a Commissioner or citizen so requests, in which event the item will be removed from the Consent Calendar and considered in its normal sequence on the agenda.

### **Addressing the Recreation Commission**

Any person may speak on any item under discussion by the Recreation Commission after receiving recognition by the Chair. Speaker cards will be available at the speaker's podium prior to and during the meeting. To address the Commission, a card must be submitted to the Clerk indicating name, address and the number of the item upon which a person wishes to speak. Speakers are required to line up to conserve time between speakers. When addressing the Recreation Commission, please walk to the rostrum located directly in front of the Commission. State your name and address. In order to ensure all persons have the opportunity to speak, a time limit may be set by the Chair for each speaker. In the interest of time, please limit your comments to new material; do not repeat what a prior speaker has said.

### **Oral Communications**

Any person desiring to speak on a matter which is not scheduled on this agenda may do so under the Oral Communications section. Please be aware provisions of California Government Code Section 54954.2(b) prohibit the Recreation Commission from taking any immediate action on an item which does not appear on the agenda, unless it meets stringent requirements. The Chair may limit the length of your presentation.

<b>Agenda and Report</b>	•	<b>Fremont Recreation Commission Meeting</b>	•	<b>May 21, 2014</b>
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**See Table of Contents for Meeting Location**

*See Reverse*

## Assistance

Assistance will be provided to those requiring accommodations for disabilities in compliance with the Americans with Disabilities Act of 1990. Interested persons must request the accommodation at least 2 working days in advance of the meeting by contacting the Parks & Recreation Department at (510) 494-4347.

## Information

For Information on current agenda items please contact the Parks and Recreation Department at (510) 494-4347.

Copies of the Agenda and Report are available at the Parks and Recreation Department administrative office at 3300 Capitol Avenue, Building B and are available at each Commission meeting. In addition, complete agenda packets will be available for review at the Commission meeting or at the Parks and Recreation Department office three days prior to Commission meetings.

Information about the City or items scheduled on the Agenda and Report may be referred to:

**Tracey Leung, Executive Assistant  
Community Services Department  
3300 Capitol Avenue, Building B  
Fremont, California 94538**

**Telephone: (510) 494-4347**

***Your interest in the conduct of your City's business is appreciated.***

### **Recreation Commission**

Lila Bringhurst  
John Dutra  
John Herndon  
Brian Hughes  
Frank Pirrone  
Pavan Vedere  
Laura Winter

### **Department Staff**

Annabell Holland, Community Services Director  
Kathy Cote, Environmental Services Manager  
Kim Beranek, Recreation Superintendent II  
Esther deLory, Management Analyst II  
Matt Herzstein, Water Park Operations Manager  
Kelly King, Recreation Superintendent II  
Kyle Kramer, Parks Superintendent  
Monica Mathiesen, Urban Landscape Manager  
Ken Pianin, Solid Waste Administrator  
Roger Ravenstad, Senior Landscape Architect  
Laurie Rogers, Recreation Superintendent II  
Lance Scheetz, Sales and Revenue Manager

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**FREMONT RECREATION COMMISSION SPECIAL MEETING**  
**CITY COUNCIL CHAMBERS**  
**3300 CAPITOL AVENUE, BUILDING “A”**  
**FREMONT, CALIFORNIA 94538**  
**MAY 21, 2014**

**1. CALL TO ORDER AND SALUTE TO THE FLAG**

**2. ROLL CALL**

**3. CONSENT CALENDAR**

**4. APPROVAL OF MINUTES**

**5. ORAL COMMUNICATIONS**

**6. STAFF PRESENTATIONS/CEREMONIAL ITEMS**

Staff will give a brief presentation on the 2014 Kite Festival wrap up.

**7. ACTION ITEMS**

**7.1 UPDATE ON CALIFORNIA NURSERY MASTER PLAN PROJECT AND  
CONSIDER ADDITIONAL FUNDING FOR THE PROJECT (PWC 8837)**

**Receive an Update on the California Nursery Project and Consider the  
Transfer of \$170,000 From the California Nursery Retail Building Project  
and \$200,000 From the Parks Contingency Reserve Project, to the California  
Nursery Master Plan Project, City Project No. PWC 8837.**

**Contact Person:**

Name:	Roger Ravenstad	Annabell Holland
Title:	Senior Landscape Architect	Director
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**8. WRITTEN COMMUNICATIONS**

**9. COMMISSION REFERRALS**

**10. COMMISSION AND STAFF COMMUNICATIONS**

**11. ADJOURNMENT**

**AGENDA**  
**FREMONT RECREATION COMMISSION SPECIAL MEETING**  
**CITY COUNCIL CHAMBERS**  
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**7.1 UPDATE ON CALIFORNIA NURSERY MASTER PLAN PROJECT AND CONSIDER ADDITIONAL FUNDING FOR THE PROJECT (PWC 8837)**

**Receive an Update on the California Nursery Project and Consider the Transfer of \$170,000 From the California Nursery Retail Building Project and \$200,000 From the Parks Contingency Reserve Project, to the California Nursery Master Plan Project, City Project No. PWC 8837.**

**Contact Person:**

Name:	Roger Ravenstad	Annabell Holland
Title:	Senior Landscape Architect	Director
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**Executive Summary:** The 20.1 acre property, located at 36501 Niles Boulevard, is the last remnant of the original 400 plus acre California Nursery Company, a once grand nursery operation that brought national attention to the East Bay and was significantly associated with the evolution of the nursery industry on a statewide level. At the recommendation of the Recreation Commission, the City Council established the California Nursery Master Plan project and allocated \$350,000 in the 2013/14 – 2017/18 Capital Improvement Plan toward the project. The

City has selected the firm of PGA Design, Inc. and their team of sub consultants to guide the 18-month Master Plan effort and prepare a final plan with near and long term implementation pieces. The full cost and scope of the Master Plan effort is now understood and consequently the project will require an additional \$370,000 to fully fund the effort. This report proposes using \$170,000 from remaining money in the California Nursery Retail Building Project and \$200,000 from the Parks Contingency Reserve Project to complete the funding for the California Nursery Master Plan Project.

**Background:** The story of the California Nursery site involves great personalities such as Jose de Jesus Vallejo, John Rock, George Roeding, and Luther Burbank and associations with historical events such as the 1893 Columbia Exposition, development of Golden Gate Park, the 1917 Panama-Pacific International Exposition, and the Golden Gate International Expositions of 1939 and 1940.

The location of the Nursery site in the historic Niles District adds further distinction to the area, which is already rich in its cultural and commercial historical assets. The Niles District is known for its past significance in national railroad expansion, silent movies and neighborhood arboricultural (and architectural) diversity. The California Nursery site is poised to accentuate the existing Historic Niles District, as well as stand on its own as a significant historical asset and destination.

In 1865 Jonas G. Clark sold 463 acres of land to John Rock who immediately founded the California Nursery Company. The nursery became a great experimental farm, where all varieties of plants, secured from various countries, were tested and those suited to the climate and soil conditions of California were distributed throughout the state. In 1893, the California Nursery Company took first prize at the Columbian Exposition for its exhibit of roses, and furnished Golden Gate Park with about 600 deciduous trees and shrubs in that same year. Renowned botanist Luther Burbank served on the nursery's Board of Directors in the late 1890s and several patent rights to Burbank's new fruit discoveries were held by the California Nursery Co. The nursery was divided into acres that served different purposes such as the cultivation of over 600 varieties of roses, experimental efforts, and for ornamental plants and trees. Its immense stock of plants drew attention from the Washington Press, where in 1898 the nursery was commented on having the most variety of trees, plants, shrubs, flowers, etc. than at any other nursery in the United States.

John Rock sold the California Nursery to William Landers in 1899, who then transferred the land to The George C. Roeding Company in 1917. The Roeding Family was well-known for their nursery businesses in Fresno, Modesto and Sacramento. When George C. Roeding Sr. acquired the California Nursery Company, it became the headquarters for the wholesale of fruit and ornamental trees. After shifting to a retail business focused on roses and bulbs, The California Nursery Company provided plants for the Golden Gate International Exposition on Treasure Island in 1939 and 1940. The nursery prospered from demands for fruit trees in residential orchards and wartime properties to garden supply and landscape services until its bankruptcy in 1968. The City of Fremont acquired the property in 1972 and designated the 20.1 acre property as the California Nursery Historical Park, but leased 11.27 acres of the park to the Mission Adobe

Garden Center, Inc. Both wholesale and retail nursery businesses were operated by Mission Adobe from 1972 to 2010. Since 2010, the park has been used as a passive space.

Limited maintenance and development funding over the years, and the lack of a cohesive Master Plan in place for future use of the Nursery, has led to a slow deterioration of site assets, including its structures. The present lack of a Master Plan combined with concern for the preservation of assets and public safety has made it difficult for the City to respond to requests for public, private and schools programs wishing to use the site. Now that the nursery operations have completely closed, there is renewed pressure from the public to use the site in a variety of ways. Development of a Master Plan will provide the City with an existing conditions assessment of the structures and landscape on the site, and provide a clear long term vision of how to blend the preservation and enhancement of these assets with a comprehensive user plan that addresses the many diverse interests.

***Current Uses on the site:*** There are currently three nonprofit groups under agreement with the City to be on the property.

The CalNurCo Legacy Council (CalNurCo) founded and led by Bruce Roeding, son of George C. Roeding Jr., has officially adopted California Nursery Historical Park and established a self-guided walking tour noting significant trees and structures in the park. Mr. Roeding owns several thousand historical documents and artifacts preserving the history of the California Nursery Company and Roeding family.

Under a Memorandum of Understanding between Math Science Nucleus (MSN) and Mr. Roeding to take charge and care for the documents and artifacts, MSN is currently scanning thousands of photos and archiving catalogs and other items produced by the California Nursery Company and Roeding Company from the 1880's until 1972 when the companies closed. The introduction of many plant species on the West Coast can be traced through these records, which in turn provide a substantial foundation for the promotion of the site as a significant California historical site and have led to a greater collective knowledge of the California Nursery. MSN is currently using the Office Building to begin establishing an Interpretive Center, using the documents as a foundation.

The third non-profit group is Local Ecology & Agriculture Fremont (LEAF). Under a three year Lease Agreement with the City, LEAF volunteers maintain the rose and butterfly gardens on the north side of the property near the Office Building. LEAF is currently building a temporary community garden on a .70 acre parcel the front of the park property while waiting for the outcome of the Park Master Plan.

***Master Plan:*** On January 16, 2014, the City advertised a Request for Proposals (RFP) for professional services relating to the development and preparation of a cohesive, yet flexible Master Plan which will guide use, maintenance, improvements, and rehabilitation of the California Nursery Historical Park. The Master Plan will balance the varying interests of the community in a way that maintains the historic and botanical character that is unique to the park.

Further, this assessment will result in a prioritized schedule (or phasing) of recommended actions

for the near-term, mid-term, and long-term maintenance and rehabilitation of the property. The Master Plan must be supported by a thorough investigation of the site's existing conditions, historical significance, and existing maintenance challenges. The Plan's action steps for rehabilitation will provide direction to the City's future rehabilitation and maintenance of the park, as well as help determine and guide future uses of the park.

The RFP highlighted the following key goals for the Master Plan:

1. Serve as a guide and policy document for current and future City staff, other partnering agencies, and interested members of the public.
2. Guide management of natural, cultural and recreational resources as well as actions to mitigate any adverse effects of the Plan.
3. Provide a framework for monitoring, preserving, protecting, and maintaining resources at the park, including the structures, and basic landscape management of the park.
4. Identify park enhancement opportunities including possible upgrades related to historical education and interpretation, park facilities, recreation infrastructure, public accessibility, gardens and other landscaping.
5. Diagram compatible uses of the California Nursery Historical Park by local non-profit groups, the public and City on both local and regional uses.
6. Provide estimates of probable costs and overall project priority. Provide costs for future work phases based on anticipated Consumer Price Index adjustments.
7. Serve as a guide for future park budget allocations, donations, grants, and annual funding requests.
8. Guide City on applicability of external laws and regulations such as Secretary of Interior standards.

The City has also directed the selected team, PGA Design, to explore site appropriate facilities and uses for the site that would appeal to a local and regional audience, and thereby increasing the potential for a economically sustainable site that promotes and protects the historical significance of The California Nursery.

Examples of the types of activities that could occur in the park include the following:

- Guided school group tours
- Self-guided tours
- Community farming site with classes
- Historical Interpretive Center (which would require a dedicated space)
- Small scale nursery operation, or other supporting retail operation
- Rentals of the Vallejo Adobe occur on a limited basis for groups less than 75 people
- Botanical garden
- Arboretum
- Site sensitive commercial operations with public-private partnerships.

**Environmental Document:** The site is home to many historic buildings and trees, and also is identified in the City General Plan with an Historic Overlay. Any proposals that include significant alterations to the site and uses on the site will likely have to be analyzed through an Environmental Impact Report (EIR) in compliance with the California Environmental Quality Act (CEQA).

The California Nursery site has a number of buildings that date back to the nursery operations and one updated adobe structure (Vallejo Adobe) that was originally built in 1842. The site also has approximately 750 trees, most dating back to the nursery days. Fourteen trees are already on the City of Fremont Landmark Tree List, and many more are likely candidates.

The buildings and the trees are in need of significant maintenance and some may be beyond saving. Any re-use of the site will have to take great care in consideration of these key features that tell much of the story of the site. How to reuse, enhance, replace, or remove these structures and trees, will be analyzed not only through the design process but also through the environmental review process. The RFP included an EIR in the scope of work in addition to the Master Plan.

**Public Process:** A very thorough public engagement process will be included in the Master Plan Project and in the Environmental Review process. The consulting team will hold one-on-one meetings with representatives of the existing site users, a number of public workshops, and visits to the Recreation Commission and Historic Architectural Review Board. Early in the process, a special on-site Recreation Commission workshop will give the commissioners an opportunity to weigh-in on the goals and direction of the project. The City is prepared to add additional meetings as needed if there are emerging issues that need public review.

**Consultant Team, Selection, and Services:** On February 21, 2014 the City received six proposals for the California Nursery Master Plan Project. A multi-departmental panel along with one member from Leaf interviewed all 6 applicants and found PGA Design, Inc. to be the superior team in terms of experience, creativity, project management and understanding of the project goals.

PGA Design has assembled the following two teams of sub-consultants to assist with meeting the project requirements:

**DESIGN/MASTER PLANNING TEAM:**

PGA Design Inc.: *Prime, Landscape Architecture*

Carey and Company: *Historic Architecture*

Fulcrum Engineering: *Structural Engineer*

Land Economics Consultants: *Financial Advisor*

BKF Engineering: *Civil Engineering*

Math Science Nucleus: *Historic Advisor*

HortScience: *Horticultural/Arboricultural Advisor*

**EIR TEAM**

Lamphier-Gregory: *CEQA/EIR Consultant*



H.T. Harvey: *Ecological Consultant*  
Hexagon: *Transportation Consultant*  
Illingsworth and Rodkin: *Acoustical Engineers*  
William Self Associates: *Archaeology Consultant*  
Questa Engineering: *Geotechnical and Hazardous Materials Services*

The Master Plan process will unfold in three phases. The first phase will involve most of the public process and concept development. The team will prepare concepts for site design, phasing, feasibility, cost scenarios, conduct on-site and off-site public meetings, and presentations.

The second phase is the EIR process and will actually begin simultaneously with the first phase, but extend well past completion of the first phase. Phase two will include environmental studies such as sound, traffic, biological, historical, and arboricultural. If the preferred Concept (Master Plan) includes significant impacts to the site that cannot be mitigated through the project, the impacts will be reviewed through this environmental process.

Phase three will include the final Master Plan. The final plan will include detailed site design, proposed new uses, building reuse, financial model or operations and maintenance, cost estimates for construction, proposed phasing, and substantial graphics and narrative to convey the vision for the site development.

#### **FINANCIAL IMPACT:**

At the recommendation of the Recreation Commission, the City Council established the California Nursery Master Plan project and allocated \$350,000 in the 2013/14 – 2017/18 Capital Improvement Plan. Staff has began the process of assembling a team, collecting data needed to support the planning process and has been able to assess the full cost and scope of the Plan. Staff had hoped to include the Master Plan costs in this project, but did not have any comparable project to base assumptions of costs for the full Master Plan of this unique site. Also, the scope of the Master Plan was still undefined at the time the project was budgeted.

Now that the City is beginning to fully comprehend the vast resources currently being uncovered by CalNurCo Legacy Council and Math Science Nucleus, it is clear that the potential for this site in terms of a community and regional resource are greater than originally anticipated. Further, the process of writing a detailed RFP and interviewing six separate candidate teams for the project has yielded new knowledge regarding the cost of this undertaking. This report proposes adding \$370,000 to the budget (see below) to fully fund the California Master Plan project.

#### **Project Budget:**

Existing Funding in the Ca Nursery Master Plan Project:	<b>\$350,000</b>
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#### **Expenses to date:**

Site Survey (including Tree Survey):	\$70,000
RFP, administrative expenses, and consultant selection	<u>\$10,000</u>

<b>Balance in project budget:</b>	<b>\$270,000</b>
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**Projected Expenses:**

Consulting Contract (including contingency):	\$390,000
City administrative costs:	\$200,000
Community Process, Commissions, and Council:	\$18,000
Environmental site investigation and in-house CEQA processing:	<u>\$30,000</u>

**Amount Needed to Complete Project: \$370,000**

In order to bridge the gap for the new proposed budget the project will need an additional \$370,000.

The California Nursery Retail Building Project (PWC) 8848, was budgeted in the 2013/14 – 2017/18 Capital Improvement Plan with \$200,000. At the time this project was proposed the thought was the building could be stabilized and preserved for a future re-use by an unknown future tenant.

Recently the City Building Official and the City Engineer made a joint inspection and found that the rot and termite infestation had reached such an advanced state that almost all structural members would need to be replaced along most of the sheathing, which would leave very little of the existing wood in place. They also determined that the building was not safe or structurally sound. In light of the upcoming Master Plan project, which will consider the cost of reuse, environmental impact of removal, and other options for all the buildings on site, the City moved quickly to brace the building and provide and expanded fence area in case the building collapses before it can be fully assessed within the next six months.

The result of the bracing and delay of consideration of any immediate use for the building had rendered the current project (PWC) obsolete. After the bracing, fencing and administrative costs, the Retail Building project has a remaining balance of \$170,000. This report includes a recommendation to transfer this money to the California Master Plan Project.

The City Capital Plan includes a Park Contingency Project with a current balance of \$357,146. This report includes a recommendation to transfer \$200,000 to the California Master Plan Project, leaving a remaining balance in the Park Contingency Project (PWC) 8101 of \$157,146.

The proposed budget for the California Nursery Master Plan Project is as follows:

Existing balance in the Master Plan Project:	\$270,000
Transfer from CA Nursery Retail Building Project:	\$170,000
Transfer from the Parks Contingency Project	\$200,000

**Total Project Budget: \$640,000**

**RECOMMENDATION:**

1. Recommend the City Council transfer \$170,000 from the California Nursery Retail Building, City Project Number (PWC) 8848, Fund 540, to the California Nursery Master Plan Project, City Project Number (PWC) 8837.
2. Recommend the City Council transfer \$200,000 from the Park Cost and Scope Contingency Project, City Project Number (PWC) 8101, Fund 540, to the California Nursery Master Plan Project, City Project Number (PWC) 8837.

**8. WRITTEN COMMUNICATIONS****9. COMMISSION REFERRALS****10. COMMISSION AND STAFF COMMUNICATIONS****11. ADJOURNMENT**